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For action

Recommendation for funding for a short-duration country programme and for additional general resources to fund the approved country programme**

Iraq

Summary

The present document contains a recommendation for funding from general resources and supplementary funds for the country programme of Iraq with a duration of two years to support activities that will lead to the preparation of a full-length country programme. It also contains a recommendation for additional general resources to fund the approved country programme for which the balance of approved general resources is not sufficient to fund the programme up to the approved programme period. The Executive Director *recommends* that the Executive Board approve:

(a) The amount of $2,943,000 from general resources, subject to the availability of funds, and $22,057,000 in supplementary funds, subject to the availability of specific-purpose contributions, for the period 1999 to 2000;

(b) Additional general resources in the amount of $83,413 to achieve the objectives of the country programme as originally approved by the Board.

* E/ICEF/1998/12.

** The figures provided in the present document are final and take into account unspent balances of programme cooperation at the end of 1997. They will be contained in the "Summary of 1998 recommendations for general resources and supplementary funding programmes" (E/ICEF/1998/P/L.21).

98-16625

Basic data
(1996 unless otherwise stated)

Child population (millions, 0-15 years)	10.1
Under five mortality (per 1,000 live births)	122
Infant mortality (per 1,000 live births)	94
Underweight (% moderate and severe)	23
Maternal mortality rate (per 100,000 live births, 190)	310
Literacy (% male/female, 1995)	71/45
Primary school enrolment (% net, male/female)	88/80
Primary school children reaching grade 5 (%,1988)	72
Access to safe water (%)	82
Routine EPI vaccines financed by Government (%,1998)	100
GNP per capita (1987)	$1,036*
One-year-olds fully immunized against:	
tuberculosis:	99 per cent
diphtheria/pertussis/tetanus:	94 per cent
measles:	97 per cent
poliomyelitis:	95 per cent
Pregnant women immunized against tetanus:	65 per cent

* 1996 GNP per capita estimated to be lower-middle income, $786-$3,115.

The situation of children and women

1. After the Gulf war, the economy of Iraq collapsed and the gross domestic product dropped to the level of the 1940s. Among the most critical challenges facing Iraq are maintaining the balance of payments and managing accumulated and new debts, estimated at $120 billion. From 1990 to 1996, the infant mortality rate increased from 61 to 92.7 per 1,000 live births. According to a survey by the Ministry of Health, UNICEF and the World Health Organization (WHO), diarrhoeal episodes in children under five years increased from 3.8 per year in 1990 to 15 in 1996. Routine reporting by health centres indicated an eight-fold increase in the case fatality rate for acute respiratory infections (ARI) and pneumonia, from 1.6 per cent in 1990 to 12 per cent in 1996.

2. Nutrition surveys conducted between 1991 and 1996 indicated an increase in acute malnutrition in children under five years of age from 3 to 11 per cent, stunting from 18 to 31 per cent and underweight from 9 to 26 per cent. Low birth weight due to maternal malnu-

trition increased from 5 per cent in 1990 to 22.6 per cent in 1996. Three additional surveys conducted between 1997 and 1998 showed little or no improvement over 1996 data. According to the Government, the maternal mortality rate has increased to 310 per 100,000 live births from 117 in 1989 and 16 per cent of mothers have a body mass index of less than 18.5, indicating chronic malnutrition. According to a multiple indicator cluster survey (MICS), only 50 per cent of the rural population have access to safe water, compared to 96 per cent in urban areas, with similar disparities for access to sanitation (34 versus 97 per cent). The incidence of typhoid fever increased from 2,000 cases in 1989 to 27,000 cases in 1997.

3. In 1990, Iraq had achieved universal primary education. According to the MICS, at present, 20 per cent of children aged 6-11 years do not attend primary school, and only 68 per cent of six-year-olds actually entered school in 1996, with a rural-urban disparity of 53 versus 75 per cent. There is a growing number of street and working children and government sources indicate rising juvenile delinquency, as seen in the rise in the number of juvenile court cases, from 2,600 in 1991 to 4,420 in 1996. In the northern Governorates, as reported by the High Committee for the displaced population, about 600,000 internally displaced people live in precarious conditions. Between 1991 and 1996, 2,391 deaths and 4,324 injuries had occurred due to anti-personnel mines.

4. The Oil-for-Food Programme (OFFP), initiated in 1997, makes humanitarian assistance worth $1.3 billion available every six months. By the end of 1997 the programme had not provided Iraqi children adequate protection from malnutrition and disease, as reflected in the 180-day report of the Secretary General issued in December 1997. Security Council resolution 1153 (1998) increased OFFP to $5.2 billion every six months, of which $3.4 billion will be available for humanitarian assistance. A cash component required for supply distribution, installation and supervision, and for training, advocacy and community participation, is not available to the 15 south and central Governorates, home to 85 per cent of the Iraqi population.

5. Iraq ratified the Convention on the Rights of the Child in 1994 and finalized the national plan of action (NPA) in 1995. In 1996, the Government submitted its first report to the Committee on the Rights of the Child. Preliminary discussions with the Committee took place in January 1998 in Geneva and a full review is planned for September 1998. The country's report highlighted many areas concerning children in need of special protection, including street and working children. In 1996, Iraq ratified the Convention on the Elimination of All Forms of Discrimination against Women.

Programme cooperation, 1997-1998

6. UNICEF cooperation in 1997-1998 focused on reducing child and maternal morbidity and mortality. The programme addressed ARI, diarrhoeal diseases, unsafe delivery practices, protein-energy malnutrition, micronutrient deficiencies, lack of safe drinking water and poor environmental sanitation. It also addressed low rates of school access and the problems of disabled children, street and working children and children caught in armed conflicts.

7. UNICEF supported primary health care (PHC) and maternal and child health services, and, in collaboration with WHO, promoted the concept of integrated management of childhood illnesses (IMCI). Immunization coverage was maintained at 87 per cent for all antigens and 70 per cent of pregnant women were immunized with two doses of tetanus toxoid. More than 4,500 traditional birth attendants (TBAs) were trained in safe delivery practices, covering 60 per cent of home deliveries. The establishment of 900 oral rehydration therapy (ORT) corners in health centres and 18 demonstration centres, combined with an intensive social mobilization campaign, helped to maintain the target of 80 per cent ORT awareness. Twenty-three hospitals were certified "baby-friendly" and 90 per cent of children under two years of age received vitamin A supplements. Fifteen hundred community child care units (CCCUs) were established and managed by trained local volunteers, to promote basic child-care practices, monitor the growth of children under five years and refer malnourished children to the 62 nutrition rehabilitation centres.

8. In water and sanitation, UNICEF, in collaboration with the United Nations Development Programme (UNDP), provided chemicals for water treatment plants. UNICEF supported the repair and maintenance of sedimentation tanks in the Karkh water treatment plant, improving the provision of safe water to 3.5 million people. In addition, five water treatment plants were rehabilitated in Baghdad, Muthana and Misan Governorates, serving 575,000 inhabitants. Simple repairs and maintenance were done in another 150 water and sanitation systems, serving 4.5 million people. In the North, spare parts were made available to 545 water systems, benefiting 2.5 million people.

9. In education and child protection, UNICEF undertook essential repairs in 250 primary schools in four

Governorates. The programme supported non-formal education courses for 6,600 female school drop-outs and in the northern Governorates, helped to raise primary school enrolment from 154,500 in 1991 to 565,000 in 1997. UNICEF procured basic supplies for 22 *yafeen* (teenagers) schools, which are providing basic education to street and working children. It also designed and implemented a landmine awareness campaign in 700 primary schools, benefiting 60,000 children. UNICEFimproved special education for children with disabilities and rehabilitated one institute for them. UNICEF used audio and visual media around polio national immunization days and about ARI, breastfeeding and tetanus toxoid. Communication materials were produced to promote affordable preventive health messages for hygiene and sanitation.

10. In planning and social statistics, the Central Statistical Office, the Ministry of Health and the Nutrition Research Institute, with UNICEF assistance and in collaboration with the World Food Programme and WHO, conducted two MICS and five nutrition surveys and published statistical data reflecting the status and condition of Iraqi children and women.

Lessons learned

11. The UNICEF-sponsored surveys focused worldwide attention on the plight of Iraqi children and figured prominently in the 180-day report of the Secretary-General submitted to the Security Council in December 1997. For the first time in seven years, key indicators on health, nutrition, water, sanitation and education highlighted the disparities between Governorates, between rural and urban areas and, in some cases, in gender, allowing the development of an effective area-based approach to ensure equity.

12. The sustained high immunization coverage levels illustrate the success of a coordinated approach that includes service delivery; proven technology; political will; improved management; standardization of procedures; decentralized planning and implementation; improved performance of service providers through better training; good logistics; continuing social mobilization; community participation; increased awareness among families; and national immunization days.

13. The 1,500 CCCUs were created with the participation of local people's councils, teachers, TBAs and the General Federation of Iraqi Women, providing a large number of families with access to better knowledge on proper child-care practices in combination with a referral system for malnourished children. The commitment of local chief executives and people's councils was a driving force in project implementation. A sense of ownership increased motivation and effectiveness at the local level.

United Nations inter-agency humanitarian programme

14. Within the framework of the Memorandum of Understanding (1996) and Security Council resolution 986 (1995), the role of UNICEF in central and southern Governorates is to observe and analyze the effectiveness, equitableness and adequacy in the distribution and installation of $317 million worth of equipment and supplies purchased by the Government for the water and sanitation and education sectors. In the three northern Governorates, UNICEF has the responsibility to plan, procure, implement and monitor activities worth $123 million in the areas of health, nutrition, education, water and sanitation and child protection.

Recommendation for additional general resources to fund the approved country programme, 1997-1998

15. The programme of cooperation between the Government of Iraq and UNICEF for the period 1997-1998 was approved by the Executive Board in 1996 in the amount of $2 million from general resources and $10 million in supplementary funds (E/ICEF/1996/P/L.72). In 1997, the Board approved a recommendation for additional resources to fund the approved country programme in the amount of $542,000 (E/ICEF/1997/P/L.28).

16. Additional general resources in the amount of $83,413 are required to achieve the objectives of the programme originally approved by the Board, and because the general resources planning level for Iraq was increased due to of changes in basic indicators. The funds will be used for the health and nutrition sectors, will cover the training of health workers on correct management of diarrhoeal diseases and ARI and support "catch-up" immunization campaigns in high-risk areas for neonatal tetanus and measles. They will support nutrition assessment surveys and expansion and reinforcement of nutrition information system in all Governorates, with mapping of high-risk areas for priority interventions.

Additional funding requirements
(In United States dollars)

Current programme cycle	*Approved general resources funding*	*Additional funding proposed*
1997-1998	2 542 000	$83,413

Recommended programme cooperation, 1999-2000

Estimated annual expenditure
(In thousands of United States dollars)

	1999	*2000*	*Total*
General resources			
Health	200	200	400
Nutrition	250	252	502
Water and sanitation	186	164	350
Education	183	163	346
Child protection and development	134	134	268
Advocacy and communication	80	80	160
Planning and social statistics	83	80	163
Cross-sectoral costs	377	377	754
Subtotal	**1 493**	**1 450**	**2 943**
Supplementary funds			
Health	2 000	2 000	4 000
Nutrition	3 754	3 246	7 000
Water and sanitation	2 500	1 500	4 000
Education	2 000	2 100	4 100
Child protection and development	1 500	1 457	2 957
Subtotal	**11 754**	**10 303**	**22 057**
Total	**13 247**	**11 753**	**25 000**

17. The preparation of the two-year short-duration programme started with a clear identification of the concerns being addressed by OFFP and the UNICEF programme of cooperation, in order to ensure complementarity. With the discontinuation of joint humanitarian appeals for Iraq, the proposed programme of cooperation is the only source of funding for UNICEF. The programme is firmly anchored in the Convention on the Rights of the Child and the NPA, which embodies the country's vision for Iraqi children. The overall goal of the UNICEF programme of cooperation is to contribute to the achievement of critical NPA goals for child survival and protection (those for mortality and morbidity reduction, increased access to water, sanitation and education and assistance to children with special vulnerability). Due to the fluid situation in Iraq, a two-year short-duration country programme is being proposed.

Programme objectives and strategies

18. The programme will integrate training, capacity-building, improved service delivery and the associated rehabilitation of the social sector components with OFFP and the Government's development plans as an effective strategy to accelerate achievement of NPA goals. A two-pronged approach will involve: (a) expanded national coverage of such selected programme activities as the expanded programme on immunization (EPI), micronutrients, growth monitoring and promotion, control of diarrhoeal diseases and ARI, combined with advocacy and social mobilization for the Convention on the Rights of the Child and key NPA goals on survival and protection; and (b) area-based programmes in geographical locations that have high birth rates and/or are far behind the national average for these goals.

19. **Health**. The programme will contribute to wider efforts to: reduce infant, child and maternal mortality rates; reduce prevalence of diarrhoea and ARI by 50 per cent and 25 per cent, respectively; reduce the incidence of low birth weight and anaemia among pregnant women by 90 per cent and 70 per cent, respectively; eradicate polio by the year 2000; reduce mortality and morbidity due to measles by 90 per cent; eliminate neonatal tetanus; and maintain high levels of immunization coverage (90 per cent or more). The OFFP will provide drugs, vaccines, medical supplies and equipment. UNICEF, in collaboration with WHO, will concentrate on implementation of IMCI, including training of service providers; facilitate procurement of EPI supplies through OFFP and enhance the surveillance system of the diseases targeted by EPI; and undertake a comprehensive assessment of the PHC sector for its rehabilitation.

20. **Nutrition**. UNICEF will support the following objectives: ensuring that a minimum of 75 per cent of children under five years of age are screened for malnutrition and at least 50 per cent of severely malnourished children receive rehabilitation services; reducing the incidence of anaemia among pregnant women by 70 per cent; eliminate vitamin A and iodine deficiency; and improving the rate of exclusive breastfeeding by 50 per cent for the first six months. OFFP provides food rations and the UNICEF-assisted programme, in collaboration with the United Nations system, will focus on technical support to the 63 nutrition rehabilitation centres and 1,500 CCCUs, and establish 1,500 new CCCUs for growth monitoring and promotion with a referral system; ensure availability of micronutrients through provision of supplies; reinforce the capacity of the Nutrition Research Institute to support training and supervision; conduct semi-annual national surveys; strengthen the nutrition information system; and conduct feasibility studies on food fortification and production of complementary food.

21. **Water and sanitation**. The programme will help to increase access to safe water supply by 20 per cent; reduce water losses by 20 per cent; promote appropriate sanitary means of excreta disposal in rural areas; and improve personal hygiene in selected geographical areas. The OFFP will provide chemicals for water treatment; supplies for the maintenance and repair of the existing water and sewage treatment plants and distribution networks; equipment to rehabilitate water quality control laboratories; and replace or repair the urban sanitation fleet. UNICEF, in collaboration with UNDP, will conduct a comprehensive water sector assessment with a view to its rehabilitation. The capacity of the water authority to monitor water quality will be improved. Support will be provided to communities in the effective management and maintenance of water systems in low-income urban and rural areas. A national assessment of rural sanitation will be conducted in order to introduce new viable technologies that are easy to maintain.

22. **Education**. The programme will support in the following objectives: restoring net primary school enrolment rates to pre-1991 levels; increasing primary school completion rates by 10 per cent, with an emphasis on girls; improving learning achievement; and strengthening planning capacities at central and governorate levels. The OFFP will rehabilitate schools, provide school furniture and print textbooks and stationery. UNICEF, in collaboration with the United Nations Educational, Scientific and Cultural Organization, will provide technical support to formulate national educational policies and strategies, with the help of the Education Management Information System (EMIS); upgrade teachers' skills; and develop teaching and learning materials.

23. **Child protection and development**. The programme will establish a national database on childhood disabilities, with a special emphasis on prevention and early detection for children aged 0-6 years. In selected Governorates, community-based rehabilitation services and pilot integrated schools will be tested, in two districts each. Educational and social services for working and street children will be established and national capacities to deal with this problem will be strengthened. The mine-awareness programme will be expanded in the three northern Governorates through in-service training of teachers and advocacy through mass media.

24. **Advocacy and communication**. The programme will include implementation and monitoring of the Convention on the Rights of the Child and promote ratification of the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on their Destruction. The Government and the Child Welfare Commission, in collaboration with UNICEF, will review the outcome of the plenary session of the Committee on the Rights of the Child, planned for September 1998, analyze the current situation of children in Iraq and revise the NPA and annual sectoral plans accordingly. Campaigns to promote polio eradication, breastfeeding, personal hygiene, vitamin A supplementation, salt iodization and tetanus toxoid vaccination will be supported.

25. **Planning and social statistics**. UNICEF will support various government departments and institutes to strengthen their research capacities, in order to improve information gathering, analysis and presentation of data on infant, child and maternal mortality and child protection issues. Case studies and monitoring and evaluation reports will be prepared to identify, attribute and quantify the relationship between child survival and protection areas and outcomes of NPA goals. The annual statistical reports on the situation of children and women will be published by the Child Welfare Commission in collaboration with the Central Statistical Office.

26. In case supplementary funds are not received in the amount requested, general resources will cover the following activities in order to maintain coherence and contribute to the attainment of key objectives: (a) the EPI surveillance system and part of IMCI interventions; (b) 50 per cent of the costs of the nutrition rehabilitation centres, functioning of 750 CCCUs and implementation of the national nutrition surveys; (c) training of communities in management of water systems; (d) implementation of the EMIS and capacity-building for school management; (e) creation of a national database on disabilities and provision of basic services for working and street children; and (f) the advocacy and communication, and planning and social statistics programmes.

27. The programme of cooperation will be implemented and monitored jointly by UNICEF and the Ministries of Foreign Affairs and Health. Semi-annual review meetings will monitor the implementation of activities.

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TABLE

LINKAGE OF PROGRAMME BUDGET AND STAFFING/STAFF COSTS

COUNTRY : IRAQ
PROGRAMME : 1999-2000

PROGRAMME SECTION/AREAS AND FUNDING SOURCE	PROGRAMME BUDGET				POSTS a/										STAFF COSTS b/		
	GR	FSF	HSF	TOTAL	D2/L7	D1/L6	P/L5	P/L4	P/L3	P/L2	IP	NP	GS	TOTAL	IP	LOCAL	TOTAL
GENERAL RESOURCES :																	
HEALTH	400,000			400,000	0	0	0	0	0	0	0	1	0	1	0	76,930	76,930
PLANNING AND SOCIAL STATISTICS	163,000			163,000	0	0	0	0	0	0	0	0	0	0	0	0	0
WATER AND SANITATION	350,000			350,000	0	0	0	0	0	0	0	1	0	1	0	76,930	76,930
NUTRITION	502,000			502,000	0	0	0	0	0	0	0	1	0	1	0	80,783	80,783
EDUCATION	346,000			346,000	0	0	0	0	0	0	0	1	0	1	0	80,783	80,783
ADVOCACY AND COMMUNICATION	160,000			160,000	0	0	0	0	0	0	0	0	0	0	0	0	0
CROSS-SECTORAL COSTS	754,000			754,000	0	0	0	1	0	0	1	1	3	5	383,773	213,184	596,957
CHILD PROTECTION & DEVELOPMENT	268,000			268,000	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL GR	2,943,000			2,943,000	0	0	0	1	0	0	1	5	3	9	383,773	528,610	912,383
SUPPLEMENTARY FUNDING :																	
HEALTH		0	4,000,000	4,000,000	0	0	0	0	0	0	0	2	4	6	0	350,728	350,728
PLANNING AND SOCIAL STATISTICS		0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
WATER AND SANITATION		0	4,000,000	4,000,000	0	0	0	1	0	0	1	1	1	3	310,244	117,417	427,661
NUTRITION		0	7,000,000	7,000,000	0	0	1	0	1	0	2	1	1	4	675,877	121,558	797,435
EDUCATION		0	4,100,000	4,100,000	0	0	0	0	1	0	1	0	3	4	292,106	142,419	434,523
ADVOCACY AND COMMUNICATION		0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
CROSS-SECTORAL COSTS		0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
CHILD PROTECTION & DEVELOPMENT		0	2,957,000	2,957,000	0	0	0	0	0	0	0	0	4	4	0	152,057	152,057
TOTAL SF		0	22,057,000	22,057,000	0	0	1	1	2	0	4	4	13	21	1,278,225	884,179	2,162,404
TOTAL GR & SF	2,943,000	0	22,057,000	25,000,000	0	0	1	2	2	0	5	9	16	30	1,661,998	1,412,789	3,074,787
SUPPORT BUDGET			Operating costs Staffing	443,550	0	0	1	0	1	0	2	2	5	9	694,017	450,390	1,144,407

PROGRAMME SECTION/AREAS AND FUNDING SOURCE	PROGRAMME BUDGET				POSTS a/									STAFF COSTS b/		
GRAND TOTAL (GR + SF + SB)	GR	FSF	NSF	TOTAL	D2/L7	D1/L6	P/L5	P/L4	P/L3	P/L2	IP	NP	GS	TOTAL	IP	LOCAL	TOTAL
					0	0	2	2	3	0	7	11	21	39	2,356,015	1,863,179	4,219,194
Number of posts and staff costs:																	
Current programme cycle											8	5	13	26			
At the end of proposed programme cycle (indicative only)											7	11	21	39	2,356,015	1,863,179	4,219,194

GR = general resources.
SF = supplementary funding.
FSF = funded supplementary funding.
NSF = new supplementary funding.
IP = International Professional.
NP = national Professional.
GS = General Service.
SB = support budget.

a/ Each post, regardless of its funding source, supports the country programme as a whole.
b/ Excludes temporary assistance and overtime.